

**PARKS AND RECREATION COMMISSION  
STAFF REPORT**

**MEETING DATE:** September 2, 2013

**AGENDA ITEM NUMBER:** 3B

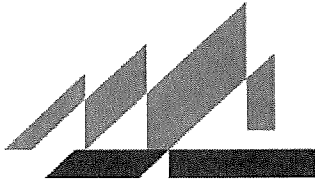
**APPLICANT:** Ann Bollinger, Natural Resource Specialist

**REQUEST:** For Possible Action: To submit comments on the State Route 28 Corridor Management Plan to Carson City's Regional Transportation Commission.

**GENERAL DISCUSSION:** Parks and Recreation Department staff participate in the Nevada Stateline to Stateline Bikeway project. The Bikeway and other recreation areas, some of which are within the Carson City boundary, are accessed from the State Route 28 Corridor (Crystal Bay to the US 50 Junction at Spooner Summit). For this reason, there is a need and desire to participate in the SR 28 Corridor Management Plan (SR 28 CMP). Comments will be forwarded to Carson City's Regional Transportation Commission who is the local lead signatory on the project since the project is road and transportation-related.

Karen Mullen, Project Manager, and Derek Kirkland, Tahoe Transportation District (TTD), will make a brief presentation regarding the SR 28 CMP. Attached, please find a memo from TTD staff, an Executive Summary, and Project Development Team key comments/discussion. Due to size, the Draft SR 28 CMP is not attached. The document can be viewed or downloaded at [www.tahoetransportation.org](http://www.tahoetransportation.org).

**RECOMMENDED ACTION:** I move to submit comments on the State Route 28 Corridor Management Plan to Carson City's Regional Transportation Commission.



MEMORANDUM

Date: August 28, 2013

To: Project Development Team

From: TTD Staff

Subject: Board or management presentations of the Draft Nevada State Route 28 Corridor Management Plan, Crystal Bay to US 50 Junction/Spooner Summit, America's Most Beautiful Drive National Scenic Corridor for their review and discussion.

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**Action Requested:**

Tahoe Transportation District (TTD) staff and consultants will make a brief presentation (15 mins.) regarding the Nevada State Route 28 Corridor Management Plan (SR 28 CMP). The Board is asked to discuss the plan and forward any final public comments or Board recommendation to TTD.

**Background:**

TTD staff presented the State Route 28 Corridor Management Plan (SR 28 CMP) at the August 9, 2013, TTD Board meeting for their review prior to beginning public comment. The Project Charter partners (Project Development Team) are now being requested to present the document to their respective boards and the general public for final comment. The Draft SR28 CMP document is available to download on TTD's website at [www.tahoetransportation.org](http://www.tahoetransportation.org) under the Project Updates on the homepage.

The Project Development Team (PDT) including Nevada Department of Transportation (NDOT), Nevada Division of State Parks (NDSP), Nevada Highway Patrol (NHP), Nevada Division of State Lands (NDSL), Incline Village General Improvement District (IVGID), Tahoe Regional Planning Agency (TRPA), United States Forest Service – Lake Tahoe Basin Management Unit (USFS-LTBMU), Federal Highways Administration (FHWA), Washoe County, Carson City, Douglas County, and the Washoe Tribe have all worked together to develop the 28 CMP and overall vision of the SR 28 corridor. The PDT has been involved on a regular basis through the development of the 28 CMP planning process, providing valuable input in reaching a single strategy shared by all, while recognizing individual agency's jurisdictions and maintaining the goals of the individual agencies.

**Need:**

This SR 28 National Scenic Byway, "America's Most Beautiful Drive", **encompasses the longest stretch of undeveloped shoreline at Lake Tahoe.** It is perhaps one of the most photographed areas of the region, showcasing the Lake's clarity with its crystal blue waters and unique boulder outcroppings. It hosts **over one million visitors recreating annually** who come

to enjoy the beaches, coves, and trails. To protect this area and allow its continued use for sustainable recreation, it is necessary to address the impacts of user activity on the transportation systems as well as the area's unique natural resources and the recreational experience.

A plan is needed that engages all jurisdictions operating in the corridor, evaluates shared issues, coordinates planning and construction projects, monitors impacts to ensure overall corridor needs are met, goals are attained, and funding sources leveraged, leading to the successful completion of complex projects in the Tahoe Basin while providing for long term maintenance and operations.

#### Challenges:

There are **2.6 million vehicles using the corridor annually**. The narrow highway, often at the edge of steep inclines with limited site distance presents many challenges. The number of vehicles parked along the shoulder is growing every year- almost 170% between 2000 and 2011- and projected to double by 2038. With over one million people recreating in the corridor the demand is double the existing off-highway parking capacity (1,175 vehicles looking for parking at overall peak time and only 582 paved spaces). The majority of those spaces 530 are located at Sand Harbor. This results in a multitude of challenges perhaps the biggest is "shoulder parking". Safety is a critical focus of the SR 28 CMP as this stretch of SR 28 has an overall crash rate of 1.33 per million vehicle miles compared to the average two lane rural Nevada Highway at 0.96. Fatalities have also been on a rise from 2004 to 2012 for SR 28, which is opposite the Statewide trend for the same time period (NDOT RSA 2008 and 2011). Pedestrians, nearly 2,000 at peak overall demand, are forced to walk in travel lanes. Vehicles pull off and on the highway and shoulder park, in many cases over the fog line. Traffic slows and becomes congested as vehicles try to negotiate around shoulder parked cars or to enter Sand Harbor's typically full lot backing up for almost a mile. This is not just an inconvenience to motorists, but hinders the movement of emergency vehicles through the corridor and creates many safety issues for motorists, bicyclists, and pedestrians.

#### Opportunities:

After consideration of feedback from public surveys and comments, The PDT along with consultants Design Workshop and, LSC transportation engineers developed a strategy of connecting corridor challenges with opportunities that then can be grouped into five primary inter-related benefits:

- **Improve Safety:** Design for fewer accidents, zero fatalities. Provide safer pedestrian, bicyclist and motorist choices. Construct emergency turnouts and viewpoints to improve traffic flow.
- **Protect the Lake:** Reduce erosion with appropriate parking, trails and access. Ensure water quality by reducing fine sediments that reach the lake.
- **Enhance the visitor experience:** Manage capacity at current levels. Enhance recreation alternatives. Promote value to future generations.
- **Expand multi modal transportation choices:** Encourage riding transit, bicycling and walking. Connect off-highway parking to transit. Construct a "wikeable" (walking/biking) shared-use path.
- **Promote economic vitality:** Encourage collaboration. Establish public/private partnerships. Reduce resource impacts.

## Solutions:

The PDT along with the consultants developed the strategy into a series of solutions that maintain the existing visitor use level while improving safety, protecting the lake and enhancing the visitor experience. They include:

- Relocating shoulder parking and providing safe environmentally appropriate parking.
- Providing summer transit service along the East Shore for safe visitor access during peak demand periods.
- Improving access with trail system connectivity to parking and recreation destinations.
- Implementing NDOT's environmental improvement projects to reduce fine sediments reaching the lake, helping water clarity.
- Improving accessibility and safety by enhancing visitor amenities such as vista points and emergency pullouts.
- Technology-based improvements that assist and guide visitors to their destination and help traffic flow.
- Co- location of utilities with trail improvements where feasible to reduce cost and reduces construction delays on SR 28.

The SR 28 CMP serves as a consolidated package of improvements for the SR 28 corridor that will address corridor challenges, achieve desired benefits, and implement the solutions identified by the PDT. The CMP includes a list of specific projects designed to accomplish the goals and objectives and management strategies identified in the plan. The CMP includes three management strategies with actions that differ in how they address relocation of shoulder parking to safe, more convenient off-highway parking locations, and a no action management strategy. The no action scenario would be a continuation of existing conditions. All of the action scenarios include the following improvements: shared-use paths, emergency pull-outs, vista points, and various levels of transit service providing connectivity between parking nodes and enhanced access to recreational areas.

TTD and the PDT have put much effort and resources into data collection including LSC engineer's vehicle & transit data and into seeking public and stakeholder input for the development of the 28 CMP. This consisted of a 30-day public involvement process including open houses held in Reno (including UNR), Carson, and Incline throughout the month of October 2012. TTD also employed software, called Crowdbrite, offering people a way to interact online and comment on the 28 CMP any time throughout the 30-day period, including the option to vote and comment on other's ideas. The 28 CMP received over 2,000 views and over 500 comments, votes, and/or ideas. These were analyzed and considered by the PDT and incorporated into the development process of the 28 CMP.

The Draft 28 CMP was distributed to the 13 agencies on June 27, 2013 with comments due on July 26, 2013. A PDT meeting was also held on August 1, 2013. The Agency and PDT comments were addressed along with in depth discussions at the PDT meeting to obtain direction on incorporation into the document. A copy of the key PDT comments summary has been provided as Attachment B.

Throughout August and September 2013 TTD staff will be presenting the Draft 28 CMP document before the various PDT agencies' boards/commissions, and or agency administrators. Comments received from the TTD Board meeting and the other agencies' board/commission and or administration meetings will be addressed with a final Draft. The final

Draft will be brought back to the TTD Board for final adoption most likely in October 2013. Public outreach on the 28 CMP will continue throughout the Board/Commission/Administration presentations in August and September. The Draft 28 CMP will be available on TTD's website ([www.tahoetransportation.org](http://www.tahoetransportation.org)) for the public to review as well as an on-line survey with follow up questions to the public outreach effort conducted in October 2012.

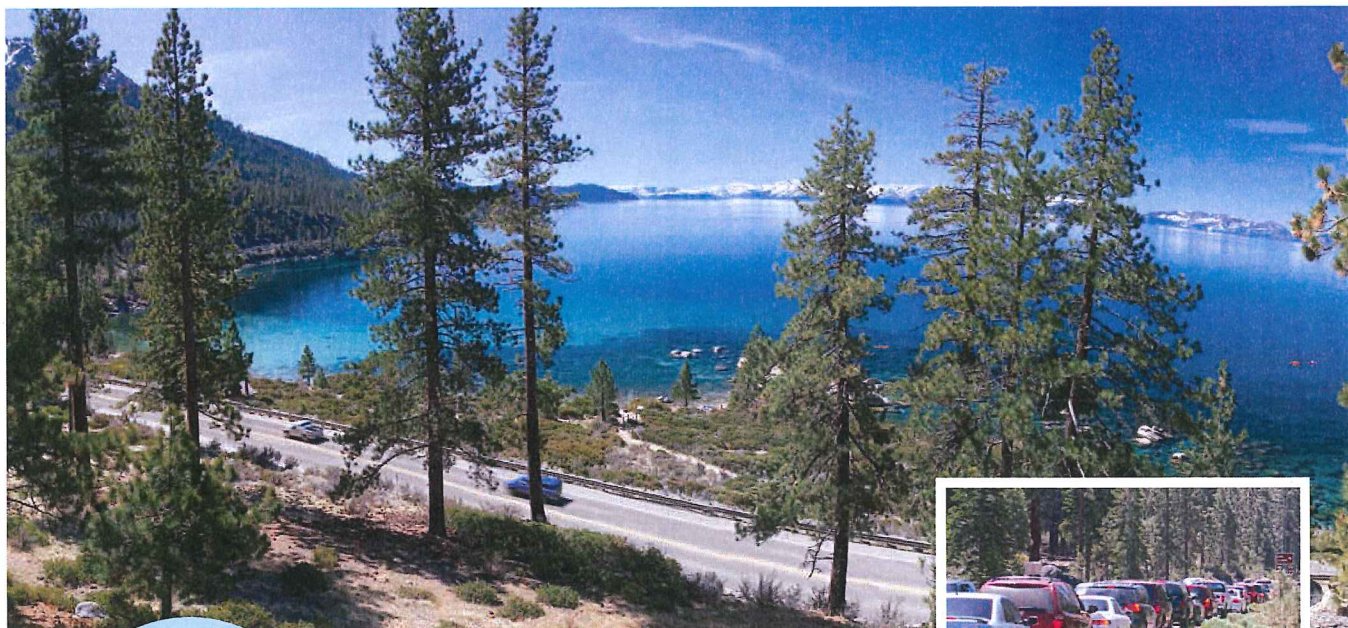
**Additional Information:**

If you have any questions or comments regarding this item, please contact Derek Kirkland at [dkirkland@tahoetransportation.org](mailto:dkirkland@tahoetransportation.org) or (775) 589-5504.

**Attachments:**

- A. 28 CMP Executive Summary
- B. PDT key comments/discussion for the Draft 28 CMP
- C. The Draft SR28 CMP is not attached due to file size. The document can be viewed or downloaded at [www.tahoetransportation.org](http://www.tahoetransportation.org).

Unparalleled popularity,  
unprecedented collaboration.



**2.6**

**million+ vehicles**

impact Tahoe's longest undeveloped shoreline.

#### SR 28 CORRIDOR MANAGEMENT PLAN OVERVIEW

Eleven miles of undeveloped shoreline, the longest stretch at Lake Tahoe, parallels Nevada State Route (SR) 28 south of Lakeshore Drive in Incline Village. This two-lane, mountainside road is the only access route for over one million recreating visitors and 2.6 million-plus vehicles per year.

And its popularity is growing. But the area's sensitive resources suffer due to a lack of coordinated solutions for safer, adequate access to a variety of desired recreation. Until now...

In an unprecedented response to the safety and environmental concerns, the Tahoe Transportation District (TTD) partnered with 12 agencies to develop a Corridor Management Plan (CMP) for SR 28. While recognizing individual jurisdictions, it creates a platform for effective collaboration to protect and enhance this section of "America's Most Beautiful Drive."

*"A safer, multi-modal and pedestrian-friendly SR 28 corridor can only be achieved by agencies working together."*

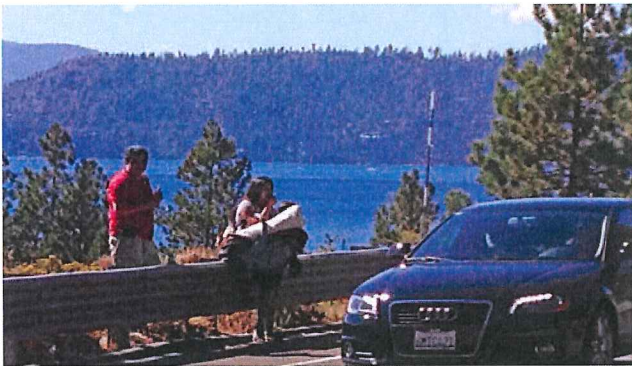
**Carl Hasty, District Manager, Tahoe Transportation District**

# Challenges

Recreation demand is double the existing parking capacity (1,175 vehicles looking for parking at the overall peak time and only 582 paved spaces). This results in a multitude of challenges. Perhaps the biggest is “shoulder-parking.”

The areas are narrow, often at the edge of steep inclines with limited sight distance. Safety and erosion are important concerns. The number of vehicles parked along the shoulder is growing every year – almost 170% between 2000 and 2011 – and projected to double by 2038.

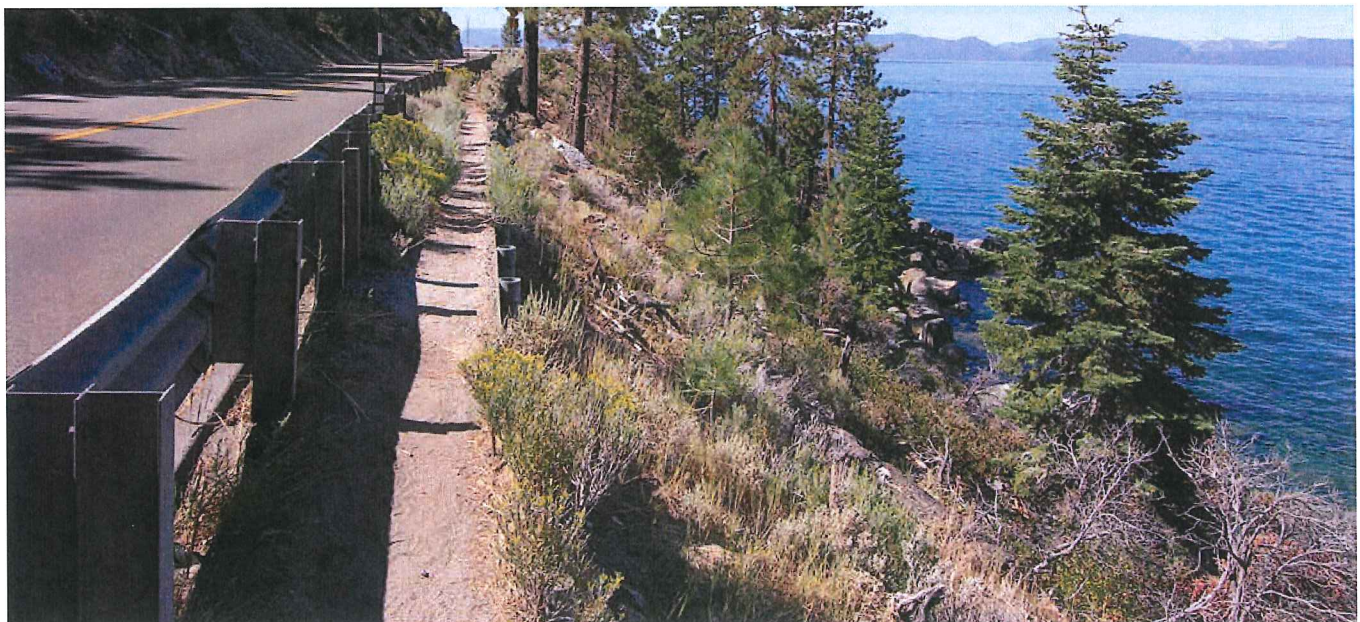
Safety is critical as the road has almost triple the Nevada average for crashes and injury accidents. Pedestrians (nearly 2,000 at peak overall demand) are forced to walk in travel lanes. Vehicles pull off and on. Traffic slows and becomes congested as vehicles, trying to enter Sand Harbor’s typically full lot, back up for almost a mile.



Safety issues and “social trails” result from shoulder-parking.



Shoulder-parking causes erosion and sediment run-off.



Rugged terrain limits options for off-highway parking.

*Chaos vs. management. The only option here is to manage the SR 28 Corridor for safe driving and access to the lake. It's what Tahoe visitors and residents deserve.*

**Randy Jackson, Sergeant**  
Nevada Highway Patrol, Incline Village/Lake Tahoe



Congestion at Sand Harbor hinders emergency vehicle access.



170% increase in shoulder parking August 2000 to August 2011.

*Rarely do federal, state and local agencies tackle issues together. The East Shore is a national treasure, however, that we must protect, even while providing safe, recreational access.*

**Dave Morrow, Administrator**  
Nevada Division of State Parks

## Opportunities

The plan connects Corridor challenges with opportunities that can be grouped into five primary and inter-related benefits. To address these opportunities and realize the benefits, project partners identified their agencies' strengths and highlighted potential collaboration.

### Protect the Lake.

Reduce erosion with appropriate parking, trails and access. Ensure water quality by reducing fine sediments that reach the lake.

### Improve safety.

Design for fewer accidents, zero fatalities. Provide safer pedestrian, bicyclist and motorist choices. Construct emergency turnouts and viewpoints.

### Promote economic vitality.

Encourage collaboration. Establish public/private partnerships. Reduce resource impacts.

### Enhance the visitor experience.

Manage capacity at current levels. Enhance recreation alternatives. Promote value to future generations.

### Expand transportation choices

Encourage riding transit, bicycling and walking. Connect off-highway parking to transit. Construct a "walkable" (walking/biking) shared-use path.





# Recommendations

One of the CMP's overall goals is to provide all users a Corridor that reflects its National Scenic Byway status. The conceptual drawings and photographs on these pages depict the quality of some of the plan's solutions.

New or expanded off-highway or park-n-ride lots will relocate shoulder-parking to safe sites. Emergency turnouts will help reduce Corridor congestion. Designated viewpoints with 20-minute parking will also ease vehicle

congestion and improve safety. Pedestrians will benefit from implementation of Road Safety/Audit improvements to make Incline Village crossings safer.

Transit service will add transportation choices, helping to manage access within capacity. The "wikeable" (walking/ biking) Nevada Stateline-to-Stateline Bikeway will connect trailheads to recreation, while clearly defined trail systems allow restoration of over four miles of user-created trails.



## emergency pullouts plus 11 viewpoints

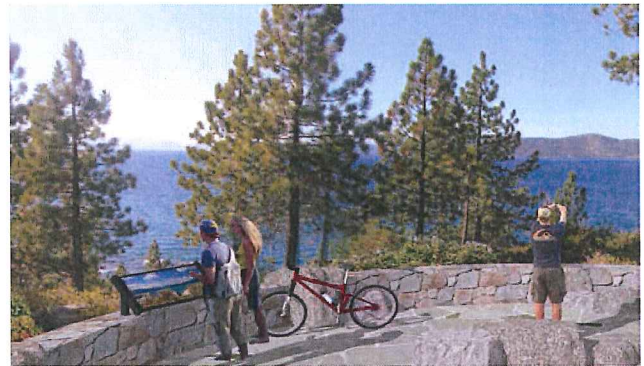
increasing safety, reducing congestion

*With a contextual rim to lake approach, the partnering agencies can integrate multi-modal transportation choices to enhance the visitor experience and protect the environment.*

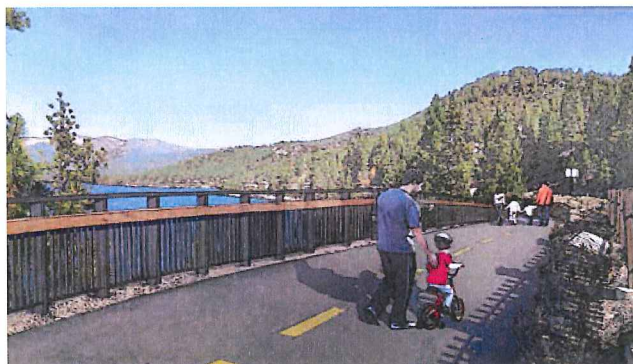
**Nancy J. Gibson, Forest Supervisor**  
USFS Lake Tahoe Basin Management Unit



Conceptual illustration of expanded parking at the Secret Harbor Trailhead.



Conceptual illustration of a viewpoint along the Bikeway to enhance the bicyclist and pedestrian experience.



Conceptual illustration of the Bikeway, integrated with clearly defined trails to reduce erosion and provide safe access.

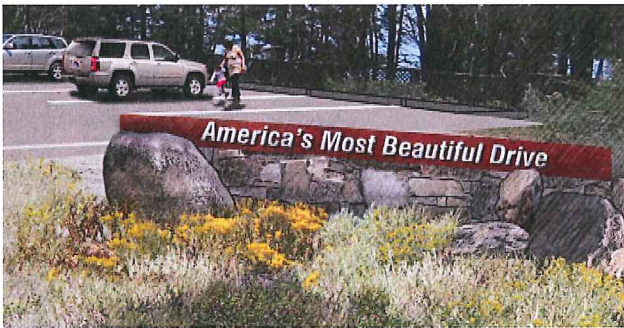


Concept of transit service, like the East Shore Express, to manage access and ensure a quality visitor experience.

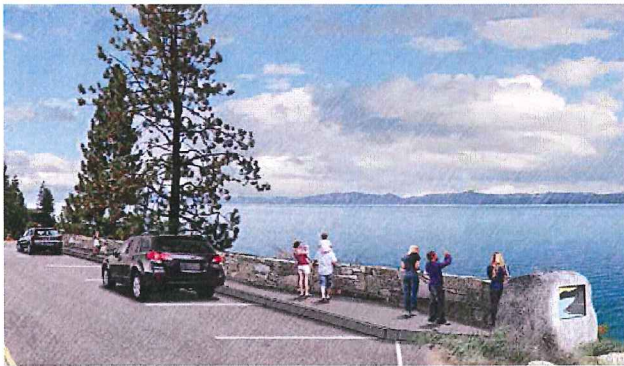
# Implementation

Based on the 13 partners' strengths, jurisdictions and interests, the CMP proposes a framework for project funding, planning, construction, maintenance and evaluation, as well as long-term collaboration.

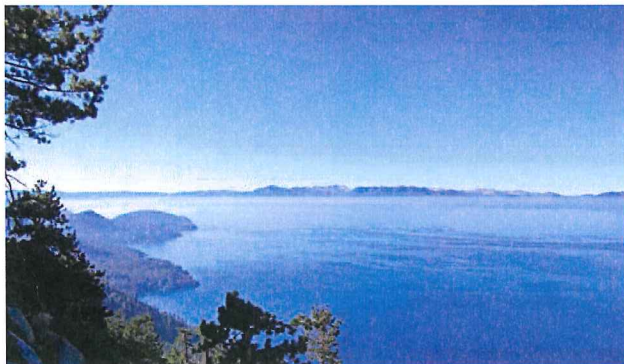
Success can be measured by completing projects with the overall goals of creating safe parking alternatives, improving aesthetics, enhancing the visitor experience and safeguarding the undeveloped shoreline.



The CMP proposes improving the visual environment for a "national park" quality.



Concept of viewpoints that allow scenic-drivers to safely park without leaving vehicles unattended.



Success means protecting Lake Tahoe while providing safe, recreational access.

*Partnering to improve the safety, traffic flow and aesthetics along the Corridor will result in a true National Scenic Byway that is also a model for other roadways around the lake.*

**Rudy Malfabon, P.E., Director**  
Nevada Department of Transportation

## Technology

60+% of outdoor recreationalists, ages 18-44, use technology to plan. This growing trend can enhance the visitor experience along the SR 28 Corridor.

Through the Internet, social media and mobile apps, we can distribute information about the different beach experiences, types of trail access, hiking/biking trails, etc. We can also broadcast timely updates on parking availability, transit options and alternate locations.

Continuous data capture will allow us to manage/maintain visitor levels as well, by monitoring transit use and capping available parking at park-n-ride lots.

## Information

Please visit our website for more information:  
[www.tahoetransportation.org](http://www.tahoetransportation.org)

We welcome your input. Please contact:  
**Tahoe Transportation District**  
Derek Kirkland  
775.589.5504  
128 Market Street, Suite 3F  
Stateline, NV 89449  
[dkirkland@tahoetransportation.org](mailto:dkirkland@tahoetransportation.org)



# Commitment

To jointly address shared issues, the TTD and its 12 partners have created a remarkable implementation mechanism: the SR 28 Corridor Management Plan. We thank the public for thoughtful comments and for supporting our commitment to protect the lake, improve safety, enhance recreation with transportation choices and benefit local/regional economies.

We, the undersigned, look forward to continued collaboration with the community as well as with each other:



Tahoe Transportation District

*Carl Hastey*  
Carl Hastey, District Manager



Federal Highway Administration

*Sue Klekar*  
Sue Klekar, Division Administrator



Nevada Department of Transportation

*Rudy Malfabon*  
Rudy Malfabon, P.E., Director



Nevada Highway Patrol

*Randy Jackson*  
Sergeant Randy Jackson  
Incline Village/Lake Tahoe



Carson City

*Pending*

Lawrence Werner, City Manager



County of Washoe

*John Berkich*  
John Berkich, Interim County Manager



Washoe Tribe of Nevada and California

*Darrel Cruz*  
Darrel Cruz, Washoe Cultural Resource  
Department-Director, Tribal Historic  
Preservation Officer



Tahoe Regional Planning Agency

*Joanne Marchetta*  
Joanne Marchetta, Executive Director

*Tim Carlson*

Tim Carlson, Presidential Appointee



U.S. Forest Service

*Nancy J. Gibson*  
Nancy J. Gibson, Forest Supervisor  
Lake Tahoe Basin Management Unit



Nevada Division of State Parks

*Dave Morrow*  
Dave Morrow, Administrator



State of Nevada, Division of State Lands

*James R. Lawrence*  
James R. Lawrence, Administrator and  
State Land Registrar



County of Douglas

*Steve Mokrohisky*  
Steve Mokrohisky, County Manager



Incline Village General Improvement District

*William B. Horn*  
William B. Horn, General Manager

**13** agencies, one effort

**Project Development Team/Agency Comments Summary**  
**August 1, 2013**

**Future Parking Management-** Questions on which parking lots would be open in the winter and have snow removal and on potential parking meter systems to manage parking in the corridor.

Staff/consultants response: The CMP recommends that the PDT/Management Team continue in the future. This will allow the partnering agencies to determine if a Forest Service parking lot will be open in the winter but who will remove the snow. Nevada Division of State Parks (NDSP) would like to explore parking meter kiosks for Sand Harbor which is an opportune time for corridor partners to look at a corridor wide parking management systems.

PDT response: It was agreed parking management has many facets from operational issues of winter access to how parking management systems might benefit operations in the corridor.

**Maintenance Operating Expenses-** There were comments about adding specific line items when calculating the operating expenses.

Staff/consultants response: Because we are at the conceptual planning stage we know the proposed number of parking spaces or the approximate lineal feet of Bikeway. We did utilize the most current prices for major line items in a capital infrastructure maintenance program, applied a life span, and added a contingency to cover smaller items. It is intended as a snap shot on potential cost but many factors will change before a project is funded such as the price of oil, or time alone impact costs. During the preliminary design phase, more accurate cost estimates can be determined. We did look at other agencies and their cost to maintain similar facilities and found our projections were comparable.

PDT response: Agreed but asked that we beef up the explanation and the header of the chart so that the general public understands how the estimates were generated, that costs will change in the future and that the estimate appear to be comparable to other local agencies' experience in maintenance of similar facilities.

**Transit Stops-** Suggestion to include a transit stop at Spooner Lake NDSP and at the North Corridor parking area by Ponderosa.

Staff/consultants response: Good point to add Spooner Lake State Park stop, will do. We requested discussion on a transit stop at the North corridor parking lots. At issue is these spaces are intended to handle the relocation/reorganization of the Hidden Beach parking that is currently occurring in this area and on the corridor. The spaces were also to include parking for the existing Flume Trail and future Bikeway use. If a transit stop is instituted in this area, our fear is that Sand Harbor use would fill the lots. Additionally, an unintended consequence may be folks parking along Lakeshore Blvd. instead of a potential park-n-ride in Incline Village, as the stop in the North corridor area would be closer to their desired destination.

PDT response: Agreed to Spooner Lake transit stop as well. Agreed management of the North Corridor parking lot might be difficult, but would like to show that it may be a potential future location if it could work without impacting the primary intended uses for example, transit on weekdays.

**Slow moving vehicle turnouts/Emergency pullouts-** Question on how NDOT deals with Emergency pullouts and can slow moving vehicles use these turnouts.

Staff/Consultant response: Requested feedback from NDOT on what the standards are for signing slow moving vehicle turnouts versus emergency pullouts that are just used for that purpose, example Mt. Rose highway.

PDT response: NDOT staff present at the meeting said that although that was not their area of expertise, it would seem that each emergency pullout would need to be looked at individually to see if there was enough length and site distance for a slow moving vehicle turnout and signed accordingly.

**Uphill Bike Lanes-** Question on bike lanes and how uphill bike lanes would work.

Staff/consultant response: The CMP was designed to work in concert with the TMPO Bike Ped Plan, but does recommend a first step of adding bike lanes in uphill sections of the corridor. The idea was that in some areas when shoulder parking is relocated, there may be room to add a bike lane in the uphill segments. This could lessen congestion as traffic slows for bikes and allows bike riders a wider area for slow uphill climbs.

PDT response: It was agreed that bike lanes or at least a widened shoulder through the entire length of the corridor would be optimum, but in the interim, uphill lanes would help both motorist and bike riders and should be explored with NDOT. NDOT staff noted that Share the Road (sharrow) pavement markings and signs would need to be included on the downhill side.

**User Experience Monitoring Metric-** Forest Service requested an additional monitoring metric for visitor experience.

Staff/consultant response: Need clarification if it can be combined with existing metric.

PDT response: Forest Service provided language change to existing metric.

**Environmental Approach:** Define the approach for future environmental approvals.

Staff/consultant: Explained that the CMP will provide a list of regulatory requirements for projects and it is anticipated that a future step will be a combined effects analysis. We will have a discussion in the document regarding how projects within the priority segments impact each other, for example relocating shoulder parking needs to be done in concert with transit and trail connectivity. That, as projects are funded and move through the required environmental approvals, they will need to look at the cumulative effects and complete the analysis.

PDT response: Agreed with the approach and want to make sure that document discusses how the priority segments work and why we did not list individual projects in priority order. It was suggested

that we add in the Executive Summary or first portion of the document a segment on this subject. It is important that the public and future agency staff understand the interconnectivity of the projects by segment.

**Concessionaires/vendors responsibility to the CMP-** Question, are concessionaires to follow the CMP?

Staff/consultant response: Currently the only concessionaires are at Sand Harbor. Since vendors and concessionaires are responsible to NDSP, it would be NDSP's responsibility to work with concessionaires and set any necessary parameters or vice versa provided opportunities for the concessionaire, example transit for Shakespeare.

PDT response: Agreed that it is an individual agency responsibility now and in the future. Concessionaires should work through the Agency first.